



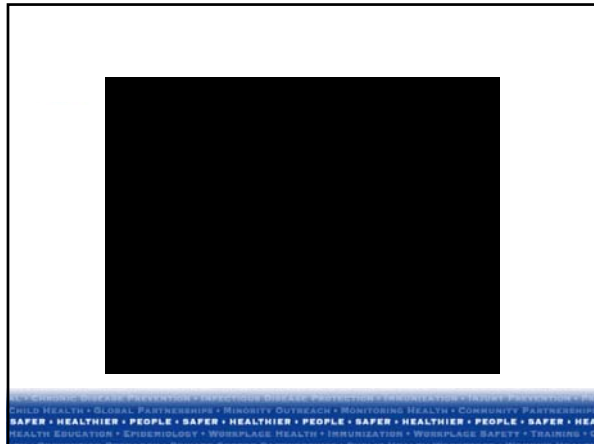
Participants Manual





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- Governor Frank Keating—Oklahoma City bombing
- CDC Director, Dr. Julie Gerberding—SARS
- Dr. s Ivan Walks & John Agwunobi—Anthrax
- Montgomery County's Douglas Duncan—sniper shooting
- Mayor Patricia Owens—Grand Forks flood/ fire
- Mayor Rudolph Giuliani—World Trade Center
- Fire Chief Jeff Bowman—San Diego forest fires



The Risk of Disasters Is Increasing

- Increased terrorism
- Population density
- Aging U.S. population
- International travel speed
- Emerging diseases

What the public seeks from your communication

5 public concerns. . .

1. Gain wanted facts
2. Empower decisionmaking
3. Involved as a participant, not spectator
4. Provide watchdog over resource allocation
5. Recover or preserve well-being and normalcy

Crisis and Emergency Risk Communication impacts

5 organizational concerns -- you need to. . .

1. Execute response and recovery efforts
2. Decrease illness, injury, and deaths
3. Avoid misallocation of limited resources
4. Reduce rumors surrounding recovery
5. Avoid wasting resources

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What Private Business Learned

- Greatest threat to business is reputational risk
(2004 PricewaterhouseCoopers survey)
- High costs associated with not attending to reputational risk early, especially in crises
- Examples
 - Exxon—Valdez spill--\$16 billion (with a b)
 - Ford/Firestone—Product recall--\$5 billion
 - Coca-Cola—Product recall--\$103 million

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5 communication failures that kill operational success



1. Mixed messages from multiple experts
2. Information released late
3. Paternalistic attitudes
4. Not countering rumors and myths in real-time
5. Public power struggles and confusion

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5 communication steps that boost operational success

1. Execute a solid communication plan
2. Be the first source for information
3. Express empathy early
4. Show competence and expertise
5. Remain honest and open

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Psychology of a Crisis

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What Do People Feel Inside When a Disaster Looms or Occurs?

Psychological barriers:

1. Fear, anxiety, confusion, dread
2. Hopelessness or helplessness
3. Seldom panic
4. Fight or flight

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Individuals at risk—the cost?

- Dependence on special relationships
- MUPS—Multiple Unexplained Physical Symptoms
- Self-destructive behaviors
- Stigmatization

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Communicating in a Crisis Is Different

- Uncertainty is greatest concern for most
- Reduce anxiety-Give people things to do
- Public seeks restored self-control
- Public must feel empowered – reduce fear and victimization

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Decisionmaking in a Crisis Is Different

- People simplify
- Cling to current beliefs
- We remember what we see or previously experience (first messages carry more weight)
- People limit intake of new information (3-7 bits)

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How Do We Communicate About Risk in an Emergency?

All risks are not accepted equally

- Voluntary vs. involuntary
- Controlled personally vs. controlled by others
- Familiar vs. exotic
- Natural vs. manmade
- Reversible vs. permanent
- Statistical vs. anecdotal
- Fairly vs. unfairly distributed
- Affecting adults vs. affecting children

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Be Careful With Risk Comparisons

- Are they similarly accepted based on
 - high/low hazard (property/people measure)
 - high/low outrage (emotional measure)

A. High hazard	B. High outrage
C. Low hazard	D. Low outrage

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Risk Acceptance Examples

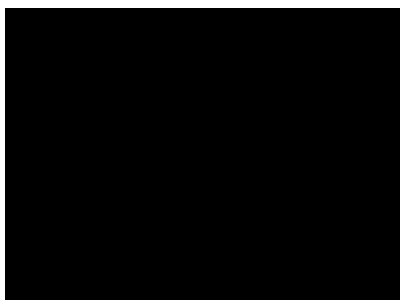
- Dying by falling coconut or dying by shark
 - Natural vs. manmade
 - Fairly vs. unfairly distributed
 - Familiar vs. exotic
 - Controlled by self vs. outside control of self

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Emergency Risk Communication Principles

- Don't overreassure
- Acknowledge that there is a process in place
- Express wishes
- Give people things to do
- Ask more of people

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Messages and Audiences

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What the Public Will Ask First

What does this mean to me?

- Are my family and I safe?
- What have you found that may affect me?
- What can I do to protect myself and my family?
- Who caused this?
- Can you fix it?

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What the Media Will Ask First

- What happened?
- Who is in charge?
- Has this been contained?
- Are victims being helped?
- What can we expect?
- What should we do?
- Why did this happen?
- Did you have forewarning?

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Public Information Release

- What to release
- When to release
- How to release
- Where to release
- Who to release
- Why release

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Judging the Message

- Speed counts – marker for preparedness
- Facts – consistency is vital
- Trusted source – can't fake these

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5 Key Elements To Build Trust

1. Expressed empathy
2. Competence
3. Honesty
4. Commitment
5. Accountability

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Initial Message

Must

- Be short
- Be relevant
- Give positive action steps
- Be repeated

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Initial Message

Must Not

- Use jargon
- Be judgmental
- Make promises that can't be kept
- Include humor

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The STARCC Principle

Your public messages in a crisis must be:

Simple
Timely
Accurate
Relevant
Credible
Consistent

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Working With the Media

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What is news?

- Change or controversy
- Black or white, not gray
- Crises or opportunities
- Entertain versus inform
- Individual versus group/officials

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How To Work With Reporters

- Reporters want a front seat to the action and all information NOW.
- Preparation will save relationships.
- If you don't have the facts, tell them the process.
- Reality Check: 70,000 media outlets in U.S.
Media cover the news 24/7.

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Information sought by media

- Casualty numbers, condition, treatment
- Property damage
- Response and relief activities
- Resulting effects (anxiety, stress)
- Questions are predictable

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Media, Too, Are Affected by Crises

- Verification
- Adversarial role
- National dominance
- Lack of scientific expertise

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Media and Crisis Coverage

- Evidence strongly suggests that coverage is more factual when reporters have more information. They become more interpretative when they have less information.
- What should we conclude?

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Media Availability or Press Conferences “In Person” Tips

- Determine in advance who will answer questions about specific subject matters
- Assume that every mike is “alive” the entire time
- Sitting or standing?

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Two press conference killers

- Have “hangers on” from your organization circling the room
- Being visible to the media/public while waiting to begin the press conference

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Writing for the Media During a Crisis

- The pressure will be tremendous from all quarters.
- It must be fast and accurate.
- It's like cooking a turkey when people are starving.
- If information isn't finalized, explain the process.

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Role of a Spokesperson in an Emergency

- Take your organization from an “it” to a “we”
- Remove the psychological barriers within the audience
- Ultimately, reduce the incidence of illness, injury, and death by getting it right

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Spokesperson Qualities

- What makes a good spokesperson?
- What doesn't make a good spokesperson?
- How to be a great spokesperson after 5 minutes of training!

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Great Spokesperson Step 1

- It's more than "acting natural." Every organization has an identity. Try to embody that identity.
- Example: CDC has a history of going into harm's way to help people. We humbly go where we are asked. We value our partners and won't steal the show. Therefore, a spokesperson would express a desire to help, show courage, and express the value of partners. "Committed but not showy."

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Great Spokesperson Step 2

- Know your audience
- Your audience is NOT the reporter interviewing you

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Spokesperson Recommendations

- Stay within the scope of your responsibility
- Tell the truth
- Follow up on issues
- Expect criticism

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Your Interview Rights

- Know who will do the interview
- Know and limit the interview to agreed subjects
- Set limits on time and format
- Ask who else will be or has been interviewed
- Decline to be interviewed
- Decline to answer a question

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You Do Not Have the Right To:

- Embarrass or argue with a reporter
- Demand that your remarks not be edited
- Demand the opportunity to edit the piece
- Insist that an adversary not be interviewed
- Lie
- Demand that an answer you've given not be used
- State what you are about to say is "off the record" or not attributable to you

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Sensational or Unrelated Questions

“Bridges” back to what you want to say:

- “What I think you are really asking is . . .”
- “The overall issue is . . .”
- “What’s important to remember is . . .”
- “It’s our policy to not discuss [topic], but what I can tell you . . .”

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Effective Nonverbal Communication

- Do maintain eye contact
- Do maintain an open posture
- Do not retreat behind physical barriers such as podiums or tables
- Do not frown or show anger or disbelief through facial expression
- Do not dress in a way that emphasizes the differences between you and your audience

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Grief in context

- Circumstances of the death
- Nature of the relationship
- Experienced loss before
- Any secondary losses

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Trust and Mistrust

- Stakeholders judge the response to an issue or crisis based on trust
- Trust is the natural consequence of promises fulfilled
- Mistrust is an outgrowth of the perception that promises were broken and values violated
- CDC fulfills trust by combining our best science with strong ethics and values

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Consequences of mistrust

- Health recommendations ignored and disease and death go up
- Demands for misallocation of resources
- Public health policies circumvented
- Opportunists prey on others in the “trust gap”
- Fiscal and medical resources are wasted

We can't accomplish our mission

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5 Mistakes With Stakeholders

- Inadequate access
- Lack of clarity
- No energy for response
- Too little, too late
- Perception of arrogance

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When Stakeholders Are Upset

- Four elements of response are key
 - Speed of response
 - Avoid missteps during crisis resolution
 - Accept responsibility
 - Acknowledge the emotional context

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If Harm Has Occurred

- Stop doing what caused the harm
- Apologize--when it can do the most good
- Make it better
- Don't do it again

None of this actually happens until you
communicate that its happening

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What Stops Us from Responding

- Denial
- Emotional conflict (fight or flight)
- Worry about liability
- Saying "I'm sorry" feels like failure for some

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Egregious Mistakes

- Deny the problem exists
- Shoot the messenger
- Respond with silence
- Respond with evasion/half truths
- Selectively tell the story
- Overtell the story
- Take an "I" perspective
- Point fingers

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Stakeholders can be . . .

- Advocate—maintain loyalty
- Adversary—discourage negative action
- Ambivalent—keep neutral or move to advocate

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Causes of conflict: perception by either party of . . .

- Superiority
- Injustice
- Distrust
- Vulnerability
- Helplessness

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Dealing With Angry People

Anger arises when people . . .

- Have been hurt
- Feel threatened by risks out of their control
- Are not respected
- Have their fundamental beliefs challenged

Sometimes, anger arises when . . .

- Media arrive
- Damages may be in play

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Don't lecture at the Townhall

- Easy but not effective
- Doesn't change thoughts/behaviors
- Key: don't give a solution, rather help audience discover solution by asking questions

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2 simple tips to gain acceptance

1. Accumulate "yeses"
2. Don't say "yes, but"—say "yes, and"

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Tale of Two Cities: Smallpox

- Milwaukee, Wisconsin, experienced a Smallpox outbreak in 1894 of fairly major proportions, and caused urban rioting for about a month in the city streets—why?
- New York City experienced the last Smallpox outbreak in this country in 1947. People stayed in line for hours, full days, and came back the next day in some cases with no unrest—why?

— Judith W. Leavitt, PhD, University of Wisconsin

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Media Law

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First Amendment

- “In the First Amendment the founding fathers gave the free press protection it must have to fulfill its essential role in our democracy. The press was to serve the governed, not the governors.”

— New York Times Co. v U.S., 403 U.S. 713 (1971)

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Media's right to acquire news

- Press has right to acquire news from any source by any lawful means
- No Constitutional right to special access
- Information not available to the public:
 - Crime scene
 - Disasters
 - Police station
 - Hospital lab
 - Other places

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Right to acquire information

- Available or open to the public
- Place or process historically open to the public:
 - Hospitals?
 - Jails?
 - Courtrooms?
 - Meeting/conference rooms?

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Media's right of publication

- Once information is acquired
- Ability to restrict information;
 - Severely limited
 - Heavy burden to prevent or prohibit

— Minneapolis Star Tribune v. U.S., 713 F Supp. 1308 (S. Minn, 1988)

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Assisting the media

- Inviting media on search or arrest in private citizen's home is not protected by 1st Amendment and may result in civil liability
 - Violation of 4th Amendment Rights

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Employees access to media

- Freedom of speech may be Constitutionally protected: if public value outweighs detrimental impact
- May be required to follow chain of command
- Ability to choose spokesperson:
 - Police officer has no 1st Amendment right to speak or act on behalf of department when not authorized to do so.
 - Koch v. City of Portland, 766 P.2d 405 (Ore. App. 1988)

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CDC's principles of communication for public

- Communication will be open, honest, and based on sound science, conveying accurate information
- Information will not be withheld solely to protect CDC or the government from criticism or embarrassment
- Information will be released consistent with the Freedom of Information Act

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What did you learn?

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EXERCISES



Exercise 1

Psychology of a Crisis

Directions: For each of the following scenarios, check one box to indicate the combination of hazard perceived by public health officials and outrage you think the general public will experience.

Scenario 1: Pandemic influenza in the United States

	High Hazard	Low Hazard
High Outrage		
Low Outrage		

Scenario 2: Bioterrorism attack with plague in the United States

	High Hazard	Low Hazard
High Outrage		
Low Outrage		

Scenario 3: Pertussis outbreak in an elementary school

	High Hazard	Low Hazard
High Outrage		
Low Outrage		

Scenario 4: Hepatitis A outbreak among children resulting from their eating illegally imported strawberries as a part of a USDA-supported school lunch

	High Hazard	Low Hazard
High Outrage		
Low Outrage		

Exercise 2

Messages & Audiences

Directions: Divide into small groups. On your own, read the scenario below and the main message points that a state public health official is considering using to develop the first press statement released at 1 p.m. (Note: The official has more information about the event than is provided below. The scenario is simply meant to provide you with a very brief synopsis of the event.) After you read the information below, take about 10 minutes and please do the following with the other members of your group:

- *Use the Message Development for Emergency Communication tool on the following page to “rate” this group of message points in terms of appropriateness and whether they cover the six basic emergency message components.*
- *Decide whether you think this set of messages is adequate or needs improvement.*
- *If the set of messages needs improvement, what are other message points that you would add or how would you change the existing ones?*

Sarin Chemical Release

October, Houston: At noon, the Galleria mall security manager called 911 and said that people inside are gasping for air and convulsing. It appears, from multiple reports, that people in the mall parking lot are also convulsing and asphyxiating. First responders are exhibiting similar symptoms. Footage from hospitals is being shown on television. Communities around the mall are self-evacuating. A KPRC-TV reporter was contacted by a caller who claims to have released a nerve agent at the mall. A couple of hours later, a preliminary report is that 400 people are dead and that more than 2,000 people in the surrounding area have been affected by the release. Media reports include rumors of widespread panic.

Proposed message points:

- There was a Sarin gas release at the Galleria mall in Houston, TX, at noon today.
- An unidentified caller who contacted KPRC-TV claims that this is a bioterrorism event, although we do not know at this time what terrorist group committed this act. We have no evidence at this time that additional acts of terrorism are planned either in Houston or in other parts of the country.
- This is a terrible act and we will do everything we can to provide you with the information you need for your and your family’s health as soon as possible.
- Sarin is a nerve gas, which can be deadly, but only for those directly exposed to high concentrations of the gas. We are in the process of talking with medical and environmental experts to see if people in close proximity to the mall should evacuate and should be able to tell people what they should do within the hour.
- Victims are being taken to area hospitals. At this time we do not know how many people are sick or dead and do not wish to speculate.

Message Development for Emergency Communication

First, consider the following:

Audience:	Purpose of Message:	Method of Delivery:
<input type="checkbox"/> Relationship to event <input type="checkbox"/> Demographics (age, language, education, culture) <input type="checkbox"/> Level of outrage (based on risk principles)	<input type="checkbox"/> Give facts/update <input type="checkbox"/> Rally to action <input type="checkbox"/> Clarify event status <input type="checkbox"/> Address rumors <input type="checkbox"/> Satisfy media requests	<input type="checkbox"/> Print media release <input type="checkbox"/> Web release <input type="checkbox"/> Spokesperson (TV or in-person appearance) <input type="checkbox"/> Radio <input type="checkbox"/> Other (e.g., recorded phone message)

Six Basic Emergency Message Components:

1. Expression of empathy:

2. Clarifying facts/call for action:

Who _____

What _____

Where _____

When _____

Why _____

How _____

3. What we don't know: _____

4. Process to get answers: _____

5. Statement of commitment: _____

6. Referrals:

For more information _____

Next scheduled update _____

Finally, check your message for the following:

Positive action steps Honest/open tone Applied risk communication principles Test for clarity Use simple words, short sentences	Avoid jargon Avoid judgmental phrases Avoid humor Avoid extreme speculation
---	--



TOOLS



Crisis & Emergency Risk Communication (CERC): *Leader Pre-event Checklist*

The following are keys to successful crisis communication. Discuss these with your communication director.

We know:

- ☐ Public information and media response is perceived by us as critical to our operational success
- ☐ Spokespersons (by topic) are identified and trained (e.g., empathy, honesty, commitment)
- ☐ Crisis Communication plan is integrated into overall operational plan
- ☐ A written procedure and agreement on clearance procedures is in place
 - ☐ These clearance procedures take 15 minutes or less to accomplish
 - ☐ These clearance procedures ensure accurate information is released
 - ☐ These clearance procedures have been tested in drills/exercises
 - ☐ These clearance procedures allow for authority delegation to speed response
- ☐ Contact information (including after hours) for primary media is handy to all who need it
- ☐ Adequate manpower and equipment is set aside to keep a 24-hour media operation going for up to 10 days
- ☐ Our information telephone number (hotline) for public inquiries is ready with trained operators
- ☐ Our response partners are identified and know our communication role and expectations
- ☐ Our stakeholders are identified and know how we will respond directly to them
- ☐ We have the capability of holding a national press conference if needed
- ☐ We can monitor media reports and public inquiries for rumors and respond to rumors in real time
- ☐ Strategic National Stockpile communication tools are in place
- ☐ Our emergency response plan notifies the communication director in first wave of calls/pages
- ☐ As an important stakeholder, we know our elected officials will want to communicate to constituents about this crisis and we have a plan to ensure a consistent message is delivered to the public
- ☐ Our Internet site can post media and public information materials within 45 minutes of final clearance
- ☐ We have an accountability plan to public/media about resource allocations during and after the crisis such as a web page that shows where disaster response funds are going that is updated routinely
- ☐ We can conduct a meaningful town hall meeting during crisis recovery
- ☐ All potential incident command or department leaders are fully trained in Crisis and Emergency Risk Communication and understand their role as a spokesperson

Crisis & Emergency Risk Communication (CERC): *Crisis Leader—First Message*

Build credibility with these 6 emergency message components:

1. Expression of empathy (e.g., understand you are hurt, confused, anxious, frightened):

2. Clarifying facts (Fill in only VERIFIED facts, skip if not certain):

Who _____

What (Action) _____

Where _____

When _____

Why _____

How _____

3. What we don't know: _____

4. Process to get answers: _____

5. Statement of commitment: _____

6. **Referrals (If possible, skip if not yet ready):**

For more information _____

Next scheduled update _____

Finally, check your message for the following:

Positive action steps	Avoid jargon
Honest/open tone	Avoid judgmental phrases
Say “we” not “I”	Avoid humor
Careful with early promises (can you do it?)	Avoid extreme speculation

Delivered: _____ **Time** _____ **Date** _____

Crisis & Emergency Risk Communication (CERC): *First Response to Media Inquiries*

By phone to media:

- ☐ “We’ve just learned about the situation and are trying to get more complete information now. How can I reach you when I have more information?”
- ☐ “All our efforts are directed at bringing the situation under control, so I’m not going to speculate about the cause of the incident.” How can I reach you when I have more information?”
- ☐ “I’m not the authority on this subject Let me have XXXX call you right back.”
- ☐ “We’re preparing a statement on that now. Can I fax it to you in about two hours?”
- ☐ “You may check our web site for background information and I will fax/e-mail you with the time of our next update.”

At incident site or press availability:

Response to Inquiries (you are authorized to give out the following information)

Date: _____

Time: _____

Approved by: _____

This is an evolving emergency and I know that—just like we do—you want as much information as possible right now. I wish I could answer all of your questions here. While we work to get your questions answered as quickly as possible, I want to tell you what we can confirm right now:

- ☒ At approximately, _____ (time), a (brief description of what happened)

- ☒ At this point, we do not know the number of _____
(persons ill, persons exposed, injuries, deaths, etc.).
- ☒ We have a system (plan, procedure, operation) in place for just such an emergency and we are being assisted by _____ (e.g., police, FBI, EOC) as part of that plan.

The situation is (under)(not yet under) control and we are working with (local, State, Federal) authorities to (e.g., contain this situation, determine how this happened, determine what actions may be needed by individuals and the community to prevent this from happening again).

We will continue to gather information and release it to you as soon as possible. I will be back to you within _____ (amount of time, 2 hours or less) to give you an update. As soon as we have more confirmed information, it will be provided. We ask for your patience as we respond to this emergency. **For more information:** _____

Crisis & Emergency Risk Communication (CERC):
Stakeholder Reaction Assessment

Stakeholder group _____

Importance to success of communication in this incident (circle):
Least 1 2 3 4 5 Most

Advocate _____ Adversary _____ Ambivalent _____

Importance of this stakeholder group?

Likely initial reaction? _____

What would cause a change in position?

Key messages: _____

Key contacts: _____

Opportunities for feedback: _____

Agreed on strategies to inform/involve stakeholders:

Products to provide: _____

Contact updates: _____

Date, with whom, and how: _____

CERC: Media Expectations in a Crisis

What do the media expect from you and your organization? No one can satisfy all desires from the media. So ask them what they expect.

Media expect:

- ☐ Equal access to information.
- ☐ You to honestly answer their questions.
- ☐ Timely release of information.
- ☐ You to squash rumors quickly or they will continue to report the speculation.
- ☐ You to commit to a schedule for media availabilities.
- ☐ Your organization to provide subject matter experts if you want an official view reported.
- ☐ Their calls to be returned.
- ☐ That what you tell them is accurate or you'll tell them that the information is preliminary and could change.
- ☐ You to tell them if you do not have an answer and explain the process you're using to get it.
- ☐ A consistent message from your organization and your partners in the response.
- ☐ You to have some modicum of understanding about how the news business works.
- ☐ To be treated with respect.

You can meet their expectations if you have a communication plan and sufficient resources committed to public information and media relations.